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U.S. CONGRESS. HOUSE. COMMITTEE ON INTER-
STATE AND FOREIGN COMMERCE.

HEALTH AMENDMENTS ACT OF 1956.

84TH CONGRESS }
2d Session }

HOUSE OF REPRESENTATIVES

REPORT
Bethesda 14, Maryland
No. 2569

HEALTH AMENDMENTS ACT OF 1956.

JULY 2, 1956.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. PRIEST, from the Committee on Interstate and Foreign Commerce, submitted the following

REPORT

[To accompany S. 3958]

The Committee on Interstate and Foreign Commerce, to whom was referred the bill (S. 3958) to improve the health of the people by assisting in increasing the number of adequately trained professional and practical nurses and professional public health personnel, assisting in the development of improved methods of care and treatment in the field of mental health, and for other purposes, having considered the same, report favorably thereon with amendment and recommend that the bill do pass.

The amendments are as follows:

Page 2, line 11, change "four" to "two".

Page 5, line 7, change "four" to "two".

PURPOSE OF LEGISLATION

It is the purpose of the 5 titles of this bill to improve the health of the American people by providing 5 programs designed to increase the supply of health personnel and health facilities, and to improve the methods by which certain health services are furnished. The specific purposes of the five titles are as follows:

Title I: Increase the supply of public health specialists by establishing a 3-year Federal program providing graduate traineeships for physicians, engineers, nurses, and other professional health personnel;

Title II: Increase the supply of professional nurses who are qualified to teach in the various fields of nurse training (including practical-nurse training) or to serve in an administrative or supervisory capacity by establishing a 3-year Federal program providing advanced training to professional nurses;

Title III: Increase the supply of trained practical nurses by establishing a 5-year program of Federal matching grants to States for

expanding and improving vocational educational training programs for practical nurses;

Title IV: Supply additional needed hospital and related health facilities by extending for 2 additional years the Hospital Survey and Construction Act which otherwise would expire on June 30, 1957; and

Title V: Support investigations, experiments, and demonstrations in the field of mental health (with particular emphasis on projects designed to improve the operation and administration of State institutions for the care or treatment of the mentally ill) by authorizing the Surgeon General to make special project grants for such purposes.

GENERAL STATEMENT

The hearings held by the Subcommittee on Health and Science in connection with this legislation and the consideration thereof by the subcommittee and the full committee have created an awareness once again of the shortages which exist in this country of health personnel and health facilities, and the difficulties which are encountered with regard to the methods and the costs of providing health services. The shortages of health personnel are not limited to the particular categories of personnel with which the first three titles of this legislation propose to deal. The subcommittee and the full committee are acutely aware of the fact that existing shortages of health personnel in all categories, as well as shortages in many classes of health facilities, profoundly affect the quantity, quality, methods, and costs of health services rendered to our people in this country.

Training programs

In limiting the traineeship programs provided for in titles I and II of this legislation to a 3-year period, the committee has given concrete evidence of its conviction that these programs should be considered both temporary and tentative. Yet, the committee feels strongly that these programs must be put into effect immediately if we are to stave off a further contraction in the supply of public-health personnel and professional nurses trained to fill teaching and supervisory positions. The 5-year program of practical-nurse training contained in title III of this legislation is likewise of immediate urgency if the constantly increasing demand for practical nurses in general hospitals, chronic-disease hospitals, institutions for the mentally ill, and nursing homes is to be met.

Hospitals and health facilities

The serious deficit in hospitals and other health facilities throughout the Nation which continues to exist in spite of the progress which has been made under the Hospital Survey and Construction Act, is demonstrated by the established need for 2,050 projects whose construction is anticipated during the next 3 years, at a total cost of approximately \$1,879,627,000. The Federal share of this cost calculated pursuant to the provisions of the Hospital Survey and Construction Act would amount to in excess of \$757 million. The amount appropriated for the coming fiscal year for this purpose is \$125 million. Therefore, extension of the Hospital Survey and Construction Act into the fiscal years 1958 and 1959, which is provided for in title IV of this legislation, is a step urgently needed but insufficient by itself to meet this demonstrated need for hospitals and other health facilities.

Special mental-health projects

The States and Territories at the present time carry a tremendous financial burden in operating mental-health hospitals. Statistics show that in 1953, in excess of \$500 million were spent for this purpose. Title V of this legislation proposes special project grants to support investigations, experiments, and demonstrations in the field of mental health, with particular emphasis on projects designed to improve the operation and administration of State institutions for the care or treatment of the mentally ill. It is hoped that these projects will bring about an improvement in the quantity and quality of health services which may be rendered to the mentally ill, and a corresponding substantial reduction in the patient load of these institutions, resulting in a lightening of the tremendous financial burdens now carried in this field by the States and Territories:

Committee investigation and study

The committee feels that basic and comprehensive changes are needed in the programs designed to increase the supply of health personnel and health facilities and to improve the method by which health services are rendered, if services of high quality are to be available more generally to our people at a cost which they can afford to pay. The committee, through its Subcommittee on Health and Science, expects to conduct, at the earliest opportunity, an investigation and study of what changes are needed, and hopes to begin such study before the convening of the 85th Congress.

The committee feels that in the course of its hearings on major diseases of mankind, held during the 83d Congress, and the hearings on the safety of the Salk poliomyelitis vaccine, held during the 84th Congress, it has developed a technique of panel discussions which enables the committee to cope with highly controversial and technical problems.

The committee is under no illusion that easy answers will be readily available to the questions with which it must deal in connection with shortages of health personnel and health facilities, and the costs and methods of providing health services. However, the committee believes that, by using the panel discussion method, it may be able to clarify the issues sufficiently so that appropriate legislation may be developed. This, as has been stated, the Subcommittee on Health and Science hopes to do at the earliest possible date.

COMMITTEE HEARINGS

The Subcommittee on Health and Science held hearings on the bill S. 3958, as well as H. R. 11549 and H. R. 9048,¹ which contain provisions substantially similar to the provisions contained in titles I through III, and title V, respectively. In the course of these hearings, witnesses for the Department of Health, Education, and Welfare, the State and Territorial Health Officers Association, the American Nurses Association, the American Vocational Association, the American Hospital Association, and various State professional and practical-nurses associations testified in favor of this legislation.

In addition, the committee has received many communications from organizations and individuals concerned with health problems favoring this legislation.

¹ The committee earlier reported favorably H. R. 9048 which is substantially identical with title V of S. 3958.

TITLE I—TRAINEESHIPS FOR PROFESSIONAL PUBLIC HEALTH
PERSONNEL*Need for legislation*

The purpose of title I of the bill is to secure an increased supply of adequately trained public-health specialists. Such specialists are urgently needed by public-health agencies—Federal as well as State and local.

Many American communities have created positions and budgeted funds for public-health personnel. However, these positions have remained vacant because the required trained personnel is not available. Thus, the public health needs of these communities have remained unmet.

The present shortages of public-health personnel have resulted partly from the growth in population and partly from research discoveries which offer new methods of providing public-health protection. In addition, new developments in the fields of transportation and industry have necessitated training of public-health personnel in new public-health methods as, for example, decontamination of planes, air-pollution problems, disposal of radioactive waste products, and others.

Specialized advanced training in public health of physicians, nurses, engineers, and other personnel is required, in order to enable them to use their skills in evaluating and solving public health problems as distinguished from health problems of individual human beings.

For a variety of reasons—primarily lack of funds—the number of personnel which is being trained in public health has been declining for several years. In 1947, over 900 persons were so trained. In 1955, the number dropped to only 400 persons.

It is imperative that this level of training be increased if only to keep pace with the losses resulting from the turnover prevailing in the profession. A considerably higher level of training activities would be necessary to supply the additional personnel needed to meet the requirements of our growing population and to put into practice new research discoveries.

Provisions of legislation

Title I is intended to stimulate the training of more professional public-health personnel. It is designed to supplement and not to replace the training activities currently being carried on by State and local governments. The existing training programs, however, give attention primarily to the training of personnel already employed by State and local health departments. The traineeships provided for in title I are aimed primarily at individuals who are willing to enter the public-health field, thus encouraging additional persons to undertake public-health work as a professional career.

Title I would authorize the Surgeon General to make traineeship awards either directly to individuals or through grants to training institutions. Grants to training institutions are expected to be used whenever the number of potential applicants at any particular institution would be large enough to make such grants practicable. In all cases, however, the applicant must have been accepted by the training institution in which he expects to take his training before he can qualify for a traineeship under this program.

Funds appropriated under this title may be used only to defray the educational expenses of individuals to whom the traineeship awards are made, including tuition, fees, subsistence, and travel.

The Surgeon General would be required to appoint an expert advisory committee to advise him in the administration of the traineeship program. The committee would be composed of specialists in public-health administration and training, including representatives of the different public-health fields in which traineeships would be granted.

The legislation would also require the Surgeon General to call a special conference broadly representative of the professional and training groups interested in public-health training. The conference would take place between June 30 and December 1, 1958, and would appraise the effectiveness of the traineeship program. The conference would consider any modifications in the program which might be desirable in order to increase its effectiveness. Furthermore, it would study ways of achieving the most effective distribution of responsibilities between Federal and State Governments with respect to the administration and support of public-health training. The Surgeon General would submit to the Congress on or before January 1, 1959, the report of the conference, including conference recommendations.

Reexamination of program

The committee believes that any Federal program designed to aid education should be, whenever feasible, a program of Federal grants-in-aid, requiring State matching, and that such program should leave administrative controls firmly in the hands of State and local agencies. For this reason the committee decided to limit to 3 years the 5-year program provided for in the bill as passed by the Senate. After the program will have been in operation for over 2 years, and after the conference will have had an opportunity to make its study and recommendations with respect to the most effective distribution of responsibilities between Federal and State Governments with respect to a public-health traineeship program, Congress should be in a position to determine the desirability of discontinuing the proposed program or continuing it unchanged, or adopting a new Federal-State matching grant program, independent of, or as part of, the general public health Federal-State matching-grant program which has been in operation for many years.

Cost of program

The Department of Health, Education, and Welfare estimates that the cost of the traineeship program during the first year will be approximately \$1 million. The financial needs of the program during the second and third years would increase. If the program is to be sufficiently large to balance annual attrition of public-health specialists, in excess of 500 traineeships would be required, costing on an average \$4,000 each, thus requiring during the second and third years a doubling of the money to be expended.

TITLE II—ADVANCED TRAINING OF PROFESSIONAL NURSES

Need for legislation

The traineeship program contained in title II is needed to increase the supply of professional nurses who are qualified to teach and train

other nurses, including practical nurses, and the supply of professional nurses who are qualified to fill key administrative and supervisory positions in hospitals and other health facilities. Some 6,000 hospitals and 4,000 public-health nursing agencies throughout the country employ nurses in administrative and advisory positions. Many of these positions have remained unfilled or are filled with inadequately trained personnel because nurses qualified by advanced training to fill these positions are unavailable.

At the present time there is a great demand for additional nurses qualified to teach the increasing number of young people graduating from high schools who are willing to enter the nursing profession. One of the principal bottlenecks which stands in the way of expanding the enrollment of professional nursing schools is the shortage of qualified nurse-teachers. This shortage will increase as our population increases and the demand for nurses will remain unmet because potential nurses cannot find nursing schools sufficiently staffed to be able to accept them as students.

In 1955 only about 600 graduate nurses completed advanced training, which qualifies them to teach in schools of nursing. This number barely balances annual attrition on account of death, retirement, and changes in professional occupation. Certainly, the number of professional nurses presently receiving graduate training falls far short of the educational needs which are created by expanding school enrollments.

Only 400 graduate nurses completed the advanced training necessary to qualify them to fill key administrative and supervisory positions in our hospitals and public-health nursing agencies. A marked increase in this number would mean more efficient direction of nursing services, better care for patients, and possibly lower cost of illness.

Many nurses currently enrolled in advanced-training programs are enrolled on a part-time basis. Usually, their financing needs require them to work while completing their education. Study programs, which could be completed in a year or two of full-time study, require part-time study of many additional years' duration. To enable additional nurses to engage in full-time study, some form of financial aid is necessary to relieve them of the necessity of earning a living during the advanced training period.

Provisions of legislation

Under title II, Federal grants would be awarded to the training institutions which would select individuals qualified to receive traineeship awards. Traineeships may be used exclusively to cover the cost of tuition, fees, travel, and subsistence.

Provision is made for the appointment of an expert advisory committee composed of persons from the fields of nursing and nursing training, hospital administration, and medicine. The Surgeon General would be required to call a special conference between June 30, and December 1, 1958, broadly representative of the professional and training groups interested in advanced training for professional nurses.

The conference would appraise the effectiveness of the traineeships under this title in meeting the needs for professional nurses in teaching, administrative, and supervisory positions. The conference would consider modifications of this title desirable to increase its effectiveness including possible means of stimulating State participation through

Federal matching grants to States for the support of the traineeship program. The Surgeon General would submit to the Congress on or before January 1, 1959, the report of such conference, including any recommendations submitted by it.

Reexamination of program

As in the case of title I, the committee decided to limit to 3 years the 5-year program provided for in the bill as passed by the Senate. The committee feels very strongly that Federal education programs should, whenever feasible, not provide for outright Federal grants but should be programs of Federal grants-in-aid requiring State matching. After the program will have been in operation for over 2 years, and after the conference will have had an opportunity to study the feasibility of a Federal-State matching program, Congress would be in a position to determine the desirability of continuing the program unchanged or discontinuing it altogether, or modifying the same by adopting a program of Federal-State matching grants.

Cost of program

The Department of Health, Education, and Welfare estimated that the cost of the traineeship program for graduate nurses during the first year would be approximately \$2 million. The Department further indicated that the cost of this program during the second and third years is expected to increase. The amount of the needed increase has not as yet been determined.

TITLE III—PRACTICAL NURSE TRAINING

Need for legislation

Increasing the supply of trained practical nurses is one of the most effective means of supplementing the services of professional nurses. Practical nurses are needed not only in the general hospitals but also in our 9,000 nursing homes. The recent large increase in the number of nursing homes has added greatly to the demand for the services of trained practical nurses. Even more important perhaps is the need for trained practical nurses in our chronic disease hospitals and in institutions for the mentally ill. Although the number of trained practical nurses has increased steadily in the last few years it has not nearly kept pace with the demand.

The practical nurse typically is trained in a 1-year program consisting of 3 months of classroom and laboratory instruction and 9 months of supervised experience with patients in a hospital. About two-thirds of the training programs are operated by public vocational education agencies in cooperation with nearby private or public hospitals.

The graduates of these programs are in great demand. Usually, there are 3 or 4 offers of employment for every graduate practical nurse. The needs of general hospitals are so great that most of the practical nurses have taken positions offered to them by the hospital in which they were placed as students for practical experience. The supply has not been sufficient to make trained practical nurses available for the many other institutions in the community which need them.

Most of the States are now providing such training on a limited basis in a very few communities under their general programs of

vocational education for trades and industries. Existing programs need expansion, and new programs should be established in communities which now have no practical nurse training programs. The factor of distribution or location of training opportunities has a special significance in practical nurse training. Most of the applicants for such training are women in their thirties, with family and other community ties. They will therefore enroll for training only when it can be obtained nearby.

Provisions of legislation

The provisions of title III are designed to stimulate an immediate expansion of practical-nurse training in all States, utilizing the existing vocational education organizations in the various States and localities. They would authorize, for a 5-year period, grants to the States earmarked for the purpose of paying part of the costs of practical-nurse training conducted in accordance with State plans approved by the Commissioner of Education.

For purposes of this program the term "practical nurse training" is defined to include training of a similar nature to prepare persons for other health occupations in hospitals or other health agencies. In other words, to the extent that there may be other health occupations which lend themselves to this kind of less-than-college-grade vocational training—embracing a combination of classroom or laboratory instruction with supervised experience—such training could be included in the State plan provided for in this title. As in the case of all vocational education programs, Federal funds would also be available for instructor-training services and "vocational guidance" services—i. e., recruitment and selection of trainees and assistance in the placement of trainees who have completed such courses.

The State allotment provisions of title III would establish a statutory allotment formula geared to the existing allotment provisions of the Vocational Education Act of 1946. Under this act, each of four existing categories of vocational training grants is allotted on a population formula, but a different population base is employed in each case—i. e., general population, urban population, rural population, and farm population. To assure that the authorization of a new category for practical nurse training will not significantly alter the existing pattern of grant fund distribution among the several States, the bill provides that each State's share of Federal appropriations for practical-nurse training shall be the equivalent, percentagewise, of its combined share of grant funds under existing provisions of the act. For example, if a given State's combined allotments for other vocational education programs comprise 2 percent of the total Federal appropriations for these programs, its allotment for practical nurse training will be 2 percent of the total Federal grant appropriation for this purpose. The minimum State allotment would be \$10,000, except for the Virgin Islands, which would receive a minimum of \$5,000. Unused portions of any State's allotment could be reallocated to other States in proportion to the original allotments to such States.

For the first 2 years of the program the matching provisions of title III would require at least 1 State dollar for every 3 Federal-grant dollars. For the remaining 3 years, dollar-for-dollar matching would be required—as in the existing vocational education grant programs. These matching provisions are designed to stimulate an

immediate expansion of practical nurse training programs, and yet to assure active State participation in the support of such training.

The provisions relating to program administration, by the States as well as by the Office of Education, generally parallel those of existing provisions of the Vocational Education Act of 1946. The only notable addition is that provision is made for appointment by the Commissioner of Education of an advisory committee or committees to advise him on matters of general policy in connection with the administration of this title. This provision will permit him to draw upon the knowledge and experience of persons expert in the fields of nursing, hospital administration, and medicine—as well as vocational training—in the development and review of this program.

This title, it should be noted, relates only to the support of practical nurse training programs. It does not affect in any way the licensing standards or requirements established by the nurse-licensure authorities in the several States.

Cost of program

Title III contains a specific appropriation ceiling. Appropriations could not exceed \$5 million annually, and the program is authorized for 5 years.

TITLE IV—EXTENSION OF HOSPITAL SURVEY AND CONSTRUCTION ACT, AS AMENDED

The amendments to title VI of the Public Health Service Act which would be effected by title IV of this bill would extend for 2 additional years the hospital and medical facilities survey and construction program, which would otherwise expire on June 30, 1957.

The committee is convinced that this highly successful program—which has done so much to stimulate the construction of hospitals, public health centers, and related medical facilities—should be continued, for the unmet needs for such facilities is still great in all parts of the Nation.

The State agencies administering the hospital and medical facilities survey and construction program were requested to submit information concerning the amount of construction funds which could be utilized by communities under the program. The information furnished shows a total demand of \$1,879,627,000 for 2,050 projects during the fiscal years 1957, 1958, and 1959. The Federal share of the total cost of these projects would amount to in excess of \$757 million (calculated in accordance with the provisions of the Hospital Survey and Construction Act). Appropriations for the fiscal year 1956–57 amount to \$125 million, thus leaving for the future an unmet demand for Federal funds amounting to approximately \$632 million.

The limitation of the proposed program extension to a 2-year period is not intended to imply that these needs can be met by 1959. Rather, the committee believes that a short-term extension of the existing legislative authority is desirable at this time in order to assure the continuity of program planning and operations at the State level while providing a better basis for review and appraisal of the entire program during the 85th Congress.

The amendments enacted in 1954 (Public Law 482, 83d Cong.) undertook to place emphasis on facilities for long-time and ambulatory

care of patients. The effects of these amendments have only in recent months been manifested in terms of actual project approval and construction. The committee believes it wise, therefore, to extend the existing program without change for an additional 2 years not only because the needs which brought it into being are as yet unmet but also to provide the time necessary to properly evaluate these new developments.

Cost of program

The Hospital Survey and Construction Act authorizes an annual appropriation of \$150 million for the construction of public and other nonprivate hospitals. The 1953 amendments to the act authorize an additional total annual appropriation of \$60 million for the construction of diagnostic or treatment centers (\$20 million); chronic-disease hospitals (\$20 million); rehabilitation facilities (\$10 million); and nursing homes (\$10 million).

TITLE V—MENTAL HEALTH

Need for legislation

The principal purpose of title V of the bill is to extend the present authority of the Public Health Service so as to provide an additional means of stimulating improvements in the important field of mental health. In addition to his present authority to award research and training grants, the Surgeon General would be authorized, upon the recommendation of the National Advisory Mental Health Council, to make "special project grants" for the support of investigations, experiments, and demonstrations in the field of mental health, with particular emphasis on projects designed to improve the operation and administration of State institutions for the care or treatment of the mentally ill. These special project grants would enable State institutions to conduct experimental programs and to adapt to their own particular needs and circumstances the new advances in the care and treatment of the mentally ill which are being developed through more basic research studies.

The problems we hope might be resolved by these experimental programs are common to all the States. Yet, because of the heavy burden of sustaining the constantly growing costs of mental hospitals year in and year out, individual States have been hesitant to appropriate funds for the types of pilot studies and experimental projects which could be included under this amendment. The committee feels it to be a proper responsibility of the Federal Government to extend financial aid to such State institutions as are willing to take on the burden of conducting experiments the results of which will be of value to all States.

This amendment appears to be most timely and appropriate, since experimentation and research in the methods of operation and administration of State mental hospitals is quite as urgently needed as research into methods of diagnosis and treatment of mental illness.

Illustrative of the types of projects which might be supported by such grants are the following: (1) Investigations of possible substitutes for hospital care—such as outpatient facilities and foster homes—for certain classes of patients; (2) studies and experiments with so-called day-care hospitals in which patients come during the

day from their homes and are given therapy but return to their homes at night; (3) experimentation with intensive treatment of newly admitted patients to mental hospitals as a means of decreasing the length of treatment required; and (4) studies of the feasibility of new types of institutional care for the senile aged.

Provisions of legislation

Under existing legislation Federal grant funds appropriated in the field of mental health have been used in the past for research project grants, research fellowship grants, teaching grants, training grants, and grants to States for prevention and control of mental illness.

The proposed amendment would provide a new emphasis in Federal policy since the special project grants relate directly to mental hospitals, the operation of which is traditionally a responsibility of the State governments. The proposal appears to be most useful and appropriate, since experimentation and research in the methods of operation and administration of State mental health hospitals is quite as urgently needed and can provide just as fruitful results as research in any other field. The findings of such experimentation are expected to be of nationwide value, and would be distributed widely among mental hospitals and institutions.

In addition, title V includes three technical amendments to the mental health provisions of the Public Health Service Act:

First, the present language of section 303 (a) of the act relating to the admission of study patients, including patients from St. Elizabeths Hospital, to the National Institute of Mental Health would be eliminated, since general authority for such admissions is contained elsewhere in the act, and the present language of this subsection is no longer necessary.

Second, the present language of section 303 (b) of the act, relative to mental health training and traineeships, would be replaced by a reference to the broader authority now contained in section 433 (a) of the act.

Third, the heading of section 304 of the act would be revised in the interests of clarity. The present heading, "Grants for Special Projects in Mental Health," implies a broader authority than is granted by the substantive provisions of the section, which is limited to grants over a 3-year period for a survey and appraisal of our mental health needs, methods, and resources.

Cost of program

In the President's budget document for fiscal 1957, provision is made for the later submission of a budget request of \$1,500,000 for special mental health project needs. This request is contingent upon enactment of title V of the instant legislation.²

The reports received from the Departments of Health, Education, and Welfare, and Labor, and the Executive Offices of the President on H. R. 11549 (which corresponds to titles I through III of S. 3958) and on H. R. 8912 (which corresponds to title IV of S. 3958) are as follows:

² This amount of \$1,500,000 for special project grants is included in the consolidated amount of \$24,800,000 covering proposed requests for health, education, and welfare programs. The official identification of this consolidated estimate, as approved by the Bureau of the Budget, includes \$1,500,000 for "extension of mental-health grants, including special projects."

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
June 13, 1956.

HON. J. PERCY PRIEST,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives.*

DEAR MR. CHAIRMAN: This is in response to your request of June 4, 1956 for a report on H. R. 11549, a bill to improve the health of the people by assisting in increasing the number of adequately trained professional and practical nurses and professional public health personnel, and for other purposes.

The bill consists of three titles, each of which is directed toward the stimulation of training programs for health personnel. Title I would authorize a 5-year program of traineeships for graduate or specialized training in public health for physicians, engineers, nurses, and other professional health personnel. Title II would authorize a similar traineeship program for the advanced training of professional nurses to teach in the various fields of nurse training or to serve in an administrative or supervisory capacity. These two traineeship authorizations are proposed as amendments to the Public Health Service Act. Title III of the bill would amend the Vocational Education Act of 1946 so as to authorize a 5-year program of categorical grants to the States for the extension and improvement of practical nurse training.

Each of these titles is similar to proposals contained in legislation recommended by the President in his health message of January 31, 1955. These proposals are included in H. R. 3458 and H. R. 3720, identical bills under consideration by your committee. Title III of these bills contains our original proposal for practical nurse training, while title IV embraces the two traineeship authorizations. Since representatives of this Department are scheduled to present our views on H. R. 11549 in hearings scheduled for June 13 by your Subcommittee on Health and Science, we shall not undertake in this report to comment in detail on the provisions of the bill or the points on which it differs from the related titles of H. R. 3458 and H. R. 3720. In general, however, we regard the provisions of H. R. 11549 as acceptable alternatives to the proposals on practical nurse training and traineeships originally submitted by this Department, and we recommend the enactment of this proposed legislation by the Congress.

The Bureau of the Budget advises that it perceives no objection to the submission of this report to your committee.

Sincerely yours,

HEROLD C. HUNT,
Acting Secretary.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D. C., June 12, 1956.

HON. J. PERCY PRIEST,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington 25, D. C.*

MY DEAR MR. CHAIRMAN: This is in reply to your letter of June 4, 1956, requesting the views of the Bureau of the Budget on H. R. 11549, a bill to improve the health of the people by assisting in

increasing the number of adequately trained professional and practical nurses and professional public health personnel, and for other purposes.

H. R. 11549 would amend the Public Health Service Act to provide 5-year programs for graduate training of professional public health personnel, advanced training of professional nurses, and to amend the Vocational Education Act to provide a 5-year program for training of practical nurses.

This legislative proposal is, in general, similar to measures recommended by the President in his Health Message of January 31, 1955, and embodied in H. R. 3458 and H. R. 3720 currently under consideration by your Committee. These latter proposals, however, are broader in scope than H. R. 11549 in that they include such additional provisions necessary for a rounded health program as those relating to the modification and improvement of public health grants, mortgage insurance for the construction of health facilities and grants to States for mental health services.

While the Bureau of the Budget prefers enactment of the more comprehensive bills, H. R. 3458 or H. R. 3720, we would have no objection to enactment of H. R. 11549.

Sincerely yours,

ROBERT E. MERRIAM,
Assistant to the Director.

UNITED STATES DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, June 18, 1956.

HON. J. PERCY PRIEST,
*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D. C.*

DEAR CONGRESSMAN PRIEST: This is with further reference to your request for my comments on H. R. 11549, a bill to improve the health of the people by assisting in increasing the number of adequately trained professional and practical nurses and professional public health personnel, and for other purposes.

The need for additional personnel in the field covered by this bill is too well known to need amplification. It is to be noted that the bill adopts substantially titles III and IV of the earlier identical bills H. R. 3458 and 3720, which were part of the President's health program.

I favor the objectives of the bill. I would prefer, however, to leave more detailed comment on its provisions to those Federal agencies which would be most directly concerned with its administration.

The Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely yours,

JAMES P. MITCHELL,
Secretary of Labor.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE.

Washington, February 29, 1956.

Hon. J. PERCY PRIEST,

*Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives.*

DEAR MR. CHAIRMAN: This letter is in response to your requests for reports on H. R. 8912 and H. R. 9017, bills to extend for 2 years the duration of the hospital and medical facilities survey and construction provisions (title VI) of the Public Health Service Act.

The President, in his message to the Congress on the health of the people of the Nation (H. Doc. No. 320, January 26, 1956), recommended, among other things, a 2-year extension of the provisions in the Public Health Service Act, authorizing the hospital and medical facilities survey and construction program. On January 27, 1956, a draft bill, with an explanation of the need for legislation to carry out this recommendation, was sent to the Honorable Sam Rayburn, Speaker of the House of Representatives. A copy of this letter is enclosed.

The present bills, H. R. 8912 and H. R. 9017, would provide for the 2-year extension recommended by the President and suggested in the letter of January 27, 1956. For the reasons outlined in the letter to the Speaker we recommend that they receive favorable consideration and be enacted by the Congress.

The Bureau of the Budget advises that enactment of this proposal would be in accord with the program of the President.

Sincerely yours,

M. B. FOLSOM, *Secretary.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,

January 27, 1956.

Hon. SAM RAYBURN,

Speaker of the House of Representatives.

DEAR MR. SPEAKER: I am enclosing for your consideration a draft of a bill providing a 2-year extension of the hospital and medical facilities survey and construction program, authorized under title VI of the Public Health Service Act.

The bill would amend section 621 of the Public Health Service Act by substituting "nine" for "seven" and section 651 of that act by substituting "four" for "two", thus extending through the fiscal year ending June 30, 1959, the authority for appropriations for the hospital and medical facilities survey and construction program.

The original Hospital Survey and Construction Act (Public Law 725, 79th Cong.) authorized a 5-year survey and construction program. In 1949 the Congress, in expanding and revising the original program, anticipated the original program's expiration date by 2 years and extended the program through June 30, 1955 (Public Law 380, 81st Cong.). In 1953, the Congress similarly anticipated the expiration date by 2 years by enacting legislation (Public Law 151, 83d Cong.), which extended the program authorization through June 30, 1957.

To carry out the purposes of this Federal-State program to date, over \$700 million in Federal funds have been paid out or allocated to

2,650 approved projects in 53 States and Territories. This, in turn, has been matched by some \$1,450 million in State and local funds. These federally aided projects will add 123,000 hospital beds and 580 public-health centers to our national health resources.

As a cooperative endeavor the program has been singularly successful. It has required a continuing survey of health services and resources by the States, with annual revisions of their programs for the provision of adequate hospital, clinic, and similar services to all their people. It has assisted in the provision of hospitals for many communities that never had hospitals. It has emphasized the needs in rural areas without neglecting the needs of teaching hospitals. Physicians have been attracted to and retained in rural areas. Many nurses who had withdrawn from the practice of their profession have returned to serve in their new community hospitals. Improved architectural practices in the programing and design of functionally sound facilities have assured the construction of new health facilities which are more economical to maintain and operate and in which better patient care can be provided.

Substantial progress has been made in the past 8 years, particularly in expanding general hospital facilities. Progress in meeting the need for facilities for the chronically ill, the mentally ill, and the aged, has been slow. However, the amendments to the program which were enacted by the Congress in 1954 (Public Law 482, 83d Cong.) broadened the scope of the program and focused attention on four types of facilities for long-term and ambulatory care. The effects of these amendments are only now beginning to be felt as this portion of the program develops from the survey and planning phase into the project approval and construction phase.

We have a dual objective in proposing a further 2-year program extension at this time. First, we believe that there is a clear need for a further extension of this program and that the enactment of legislation this year is essential to assure the continuity of State survey and planning activities and the retention of the specialized staffs now employed by the State agencies administering the program. Second we believe it would be wise to defer for another year or 2 the legislative program appraisal and consideration of possible revisions and modifications which should ordinarily accompany the extension of any substantial appropriation authorization. As indicated above, the program effects of the major amendments enacted in 1954 are just beginning to manifest themselves in terms of project construction. We do not believe, therefore, that it is practicable or desirable at this time either to appraise the effects of these most recent amendments or to evaluate their implications for other program amendments or adjustments which may be deserving of consideration.

We shall appreciate your referring the enclosed draft bill to the appropriate committee for consideration.

The Bureau of the Budget advises that enactment of this proposed legislation would be in accord with the program of the President.

Sincerely yours,

M. B. FOLSOM, *Secretary.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D. C., March 19, 1956.

HON. J. PERCY PRIEST,
Chairman, Committee on Interstate and Foreign Commerce,
House of Representatives, Washington, D. C.

MY DEAR MR. CHAIRMAN: This will acknowledge your letters of February 1 and 7, 1956, inviting the Bureau of the Budget to comment on H. R. 8912 and H. R. 9017, identical bills to extend for 2 years the duration of the hospital and medical facilities survey and construction provisions (title VI) of the Public Health Service Act.

The effect of these bills would be to extend through the fiscal year ending June 30, 1959, the authority for appropriations for the hospital and medical facilities survey and construction program, which otherwise would expire on June 30, 1957. The purpose of extending the program at this time is to assure the continuity of State survey and planning activities while the Public Health Service conducts a comprehensive review and analysis of the program.

I am authorized to advise you that the enactment of H. R. 8912 or H. R. 9017 would be in accord with the program of the President.

Sincerely yours,

PERCY RAPPAPORT,
Assistant Director.

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as passed by the Senate, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

PUBLIC HEALTH SERVICE ACT, AS AMENDED

* * * * *

**TITLE III—GENERAL POWERS AND DUTIES OF PUBLIC
HEALTH SERVICE**

PART A—RESEARCH AND INVESTIGATIONS

* * * * *

MENTAL HEALTH

SEC. 303. (a) In carrying out the purposes of section 301 with respect to mental health, the Surgeon General is authorized—

[(a) For purposes of study, to admit and treat at the National Institute of Mental Health, voluntary patients, whether or not otherwise eligible for such treatment by the Service, and patients of St. Elizabeths Hospital transferred from the hospital pursuant to arrangements made between the Surgeon General and the Superintendent of the hospital with the approval of the Administrator: *Provided,*

That consent of a legal guardian shall be obtained before the transfer of any patient from St. Elizabeths Hospital for such treatment.

[(b) (1) To provide training and instruction, in matters relating to psychiatric disorders, to persons found by him to have proper qualifications, and to fix and pay to any of such persons as he may designate a per diem allowance during such training and instruction of not to exceed \$10, the number of such persons receiving such training and instruction to be fixed by the National Advisory Mental Health Council; and (2) to provide such training and instruction, and demonstrations, through grants, upon recommendation of the National Advisory Mental Health Council, to public and other nonprofit institutions, but only to the extent necessary for the purposes of such training and instruction.]

(1) to provide training and instruction and to establish and maintain traineeships, in accordance with the provisions of section 433 (a);

(2) to make grants to State or local agencies, laboratories, and other public or nonprofit agencies and institutions, and to individuals for investigations, experiments, demonstrations, studies, and research projects with respect to the development of improved methods of diagnosing mental illness, and of care, treatment, and rehabilitation of the mentally ill, including grants to State agencies responsible for administration of State institutions for care, or care and treatment, of mentally ill persons for developing and establishing improved methods of operation and administration of such institutions.

(b) Grants under paragraph (2) of subsection (a) may be made only upon recommendation of the National Advisory Mental Health Council. Such grants may be paid in advance or by way of reimbursement, as may be determined by the Surgeon General; and shall be made on such conditions as the Surgeon General finds necessary.

[GRANTS FOR SPECIAL PROJECTS IN MENTAL HEALTH]

MENTAL HEALTH STUDY GRANTS

SEC. 304. (a) (1) The Surgeon General is authorized, upon the recommendation of the National Advisory Mental Health Council, to make grants for the carrying out of a program of research into and study of our resources, methods, and practices for diagnosing, treating, caring for, and rehabilitating the mentally ill, such program to be on a scale commensurate with the problem.

(2) Such grants may be made to one or more organizations, but only on condition that the organization will undertake and conduct, or if more than one organization is to receive such grants, only on condition that such organizations have agreed among themselves to undertake and conduct, a coordinated program of research into and study of all aspects of the resources, methods, and practices referred to in paragraph (1).

(3) As used in paragraph (2), the term "organization" means a nongovernmental agency, organization, or commission, composed of representatives of leading national medical and other professional associations, organizations, or agencies active in the field of mental health.

(b) For such purpose there is hereby authorized to be appropriated for the fiscal year ending June 30, 1956, the sum of \$250,000 to

be used for a grant or grants to help initiate the research and study provided for in this section; and the sum of \$500,000 for each of the two succeeding fiscal years for the making of such grants as may be needed to carry the research and study to completion. The terms of any such grant shall provide that the research and study shall be completed not later than three years from the date it is inaugurated; that the grantee shall file annual reports with the Congress, the Surgeon General, and the Governors of the several States, among others that the grantee may select; and that the final report shall be similarly filed.

(c) Nothing in this section shall in any way affect the availability of amounts otherwise appropriated for work in the field of mental health; nor be construed to interfere with or diminish the more limited and specific programs of research and study being carried on through or under the auspices of the National Institute of Mental Health.

(d) Any grantee agency, organization, or commission is authorized to accept additional financial support from private or other public sources to assist in carrying on the project authorized by this section.

TRAINEESHIPS FOR PROFESSIONAL PUBLIC HEALTH PERSONNEL

SEC. 305. (a) There are hereby authorized to be appropriated for the fiscal year ending June 30, 1957, and for each of the next four fiscal years, such sums as the Congress may determine, to cover the cost of traineeships for graduate or specialized training in health for physicians, engineers, nurses, and other professional public health personnel.

(b) Traineeships under this section may be awarded by the Surgeon General either (1) directly to individuals whose applications for admission have been accepted by the public or other nonprofit institutions providing the training, or (2) through grants to such institutions.

(c) Payments under this section may be made in advance or by way of reimbursement, and at such intervals and on such conditions, as the Surgeon General finds necessary. Such payments to institutions may be used only for traineeships, and payments under this section with respect to any traineeship shall be limited to such amounts as the Surgeon General finds necessary to cover the cost of tuition and fees, and a stipend and allowances (including travel and subsistence expenses) for the trainee.

(d) The Surgeon General shall appoint an expert advisory committee, composed of persons representative of the principal health specialties in the fields of public health administration and training, to advise him in connection with the administration of this section, including the development of program standards and policies. Members of such committee who are not otherwise in the employ of the United States, while attending meetings of the committee or otherwise serving at the request of the Surgeon General, shall be entitled to receive compensation at a rate to be fixed by the Secretary of Health, Education, and Welfare, but not exceeding \$50 per diem, including travel time, and while away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by law (5 U. S. C. 73b-2) for persons in the Government service employed intermittently.

(e) The Surgeon General shall, between June 30, 1958, and December 1, 1958, call a conference broadly representative of the professional and training groups interested in and informed about training of professional

public health personnel, and including members of the advisory committee appointed pursuant to subsection (d), to assist him in appraising the effectiveness of the traineeships under this section in meeting the needs for trained public health personnel; in considering modifications in this section, if any, which may be desirable to increase its effectiveness; and in considering the most effective distribution of responsibilities between Federal and State governments with respect to the administration and support of public health training. The Surgeon General shall submit to the Congress, on or before January 1, 1959, a report of such conference, including any recommendations by it relating to the limitation, extension, or modification of this section.

(f) Except as otherwise provided in this section, nothing contained in this section shall be construed as authorizing any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the personnel or curriculum of any training institution.

TRAINEESHIPS FOR ADVANCED TRAINING OF PROFESSIONAL NURSES

SEC. 306. (a) There are hereby authorized to be appropriated for the fiscal year ending June 30, 1957, and for each of the next four fiscal years, such sums as the Congress may determine, to cover the cost of traineeships for the training of professional nurses to teach in the various fields of nurse training (including practical nurse training) or to serve in an administrative or supervisory capacity.

(b) Traineeships under this section shall be awarded by the Surgeon General through grants to public or other nonprofit institutions providing the training.

(c) Payments to institutions under this section may be made in advance or by way of reimbursement, and at such intervals and on such conditions as the Surgeon General finds necessary. Such payments may be used only for traineeships and shall be limited to such amounts as the Surgeon General finds necessary to cover the costs of tuition and fees, and a stipend and allowances (including travel and subsistence expenses) for the trainees.

(d) The Surgeon General shall appoint an expert advisory committee, composed of persons from the fields of nursing and nurse training, hospital administration, and medicine, to advise him in connection with the administration of this section, including the development of program standards and policies. Members of such committee who are not otherwise in the employ of the United States, while attending meetings of the committee or otherwise serving at the request of the Surgeon General, shall be entitled to receive compensation at a rate to be fixed by the Secretary of Health, Education, and Welfare, but not exceeding \$50 per diem, including travel time, and while away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by law (5 U. S. C. 73b-2) for persons in the Government service employed intermittently.

(e) The Surgeon General shall, between June 30, 1958, and December 1, 1958, call a conference broadly representative of the professional and training groups interested in and informed about the advanced training of professional nurses, and including members of the advisory committee appointed pursuant to subsection (d), to assist him in appraising the effectiveness of the traineeships under this section in meeting the needs for

professional nurses in teaching, administrative, and supervisory positions and in considering modifications in this section, if any, which may be desirable to increase its effectiveness, including possible means of stimulating State participation in the administration and financing of advanced training of professional nurses through Federal matching grants to States for the support of traineeships or related training activities, or otherwise. The Surgeon General shall submit to the Congress, on or before January 1, 1959, a report of such conference, including any recommendations by it relating to the limitation, extension, or modification of this section.

(f) Except as otherwise provided in this section, nothing contained in this section shall be construed as authorizing any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the personnel or curriculum of any training institution.

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TITLE VI—CONSTRUCTION OF HOSPITALS

* * * * *

PART C—CONSTRUCTION OF HOSPITALS AND RELATED FACILITIES

AUTHORIZATION OF APPROPRIATIONS

SEC. 621. In order to assist the States in carrying out the purposes of section 601 (b) there is hereby authorized to be appropriated for the fiscal year ending June 30, 1950, and for each of the **[seven]** *nine* succeeding fiscal years, the sum of \$150,000,000 for the construction of public and other nonprofit hospitals; and there are further authorized to be appropriated for such construction the sums provided in section 624. The sums appropriated pursuant to this section shall be used for making payments to States which have submitted, and had approved by the Surgeon General, State plans for carrying out the purposes of section 601 (b); and for making payments to political subdivisions of, and public or other nonprofit agencies, in such States.

* * * * *

PART G—CONSTRUCTION OF DIAGNOSTIC OR TREATMENT CENTERS, CHRONIC DISEASE HOSPITALS, REHABILITATION FACILITIES, AND NURSING HOMES

AUTHORIZATION OF APPROPRIATION

SEC. 651. In order to assist the States in carrying out the purposes of section 641 (b), there is hereby authorized to be appropriated for the fiscal year ending June 30, 1955, and for each of the **[two]** *four* succeeding fiscal years—

- (1) \$20,000,000 for grants for the construction of public and other nonprofit diagnostic or treatment centers;
- (2) \$20,000,000 for grants for the construction of public and other nonprofit hospitals for the chronically ill and impaired;
- (3) \$10,000,000 for grants for the construction of public and other nonprofit rehabilitation facilities; and
- (4) \$10,000,000 for grants for the construction of public and other nonprofit nursing homes.

* * * * *

VOCATIONAL EDUCATION ACT OF 1946***TITLE I—VOCATIONAL EDUCATION IN AGRICULTURE,
HOME ECONOMICS, TRADES AND INDUSTRY, AND
DISTRIBUTIVE OCCUPATIONS*****SHORT TITLE**

SECTION 1. This **[Act]** *title* may be cited as the “Vocational Education Act of 1946.”

DEFINITIONS

SEC. 2. As used in this **[Act]** *title*—

(1) the term “States and Territories” means the several States, the Territories of Alaska and Hawaii, the island of Puerto Rico, and the District of Columbia;

(2) the terms “State plan” and “State board” shall have the meaning which said terms have in the Smith-Hughes Vocational Education Act; and

(3) the term “Smith-Hughes Vocational Education Act” means the Act approved February 23, 1917 (39 Stat. 929, ch. 114).

AUTHORIZATION FOR APPROPRIATIONS FOR VOCATIONAL EDUCATION

SEC. 3. (a) For the purpose of assisting the several States and Territories in the further development of vocational education, there is authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter—

(1) \$10,000,000 for vocational education in agriculture, including supervision by the vocational agriculture teachers of the activities, related to vocational education in agriculture, of the Future Farmers of America and the New Farmers of America, to be apportioned for expenditure in the several States and Territories in the proportion that their farm population bears to the total farm population of the States and Territories, according to the last preceding United States census;

(2) \$8,000,000 for vocational education in home economics, to be apportioned for expenditure in the several States and Territories in the proportion that their rural population bears to the total rural population of the States and Territories, according to the last preceding United States census;

(3) \$8,000,000 for vocational education in trades and industry, to be apportioned for expenditure in the several States and Territories in the proportion that their nonfarm population bears to the total nonfarm population of the States and Territories, according to the last preceding United States census;

(4) \$2,500,000 for vocational education in distributive occupations, to be apportioned for expenditure in the several States and Territories in the proportion that their total population bears to the total population of the States and Territories, according to the last preceding United States census;

(b) The funds appropriated under authority of paragraphs (1) to (4), inclusive, of subsection (a) of this section may be used for assisting the several States and Territories, for the purposes therein specified, in the maintenance of adequate programs of administration, super-

vision, and teacher-training; for salaries and necessary travel expenses of teachers, teacher-trainers, vocational counselors, supervisors and directors of vocational education and vocational guidance; for securing necessary educational information and data as a basis for the proper development of programs of vocational education and vocational guidance; for training and work-experience training programs for out-of-school youths; for training programs for apprentices; for purchase or rent of equipment and supplies for vocational instruction: *Provided*, That all expenditures for the purposes as set forth in this section shall be made in accordance with the State plan for vocational education.

(c) Notwithstanding the provisions of subsection (a), the amount to be available for expenditure in any State or Territory shall be not less, for any fiscal year, than \$40,000 each for vocational education in agriculture, in home economics, and in trades and industry; \$15,000 for vocational education in distributive occupations and there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter, such additional sums as may be needed for the purpose of providing such minimum amounts.

REQUIREMENTS AS TO MATCHING OF FUNDS

SEC. 4. The several States and Territories, in order to receive the benefits of this [Act] *title*, shall be required to match by State and local funds or both 100 per centum of the appropriations made under authority of section 3.

MAKING OF PAYMENTS

SEC. 5. The Secretary of the Treasury, through the Fiscal Service of the Treasury Department, shall, upon the certification of the United States Commissioner of Education, pay, in equal semiannual payments, on the first day of July and January of each year, to the custodian for vocational education of each State and Territory designated in the Smith-Hughes Vocational Education Act, the moneys to which the State or Territory is entitled under the provisions of this [Act] *title*.

AVAILABILITY OF FUNDS FOR SALARY AND EXPENSES OF STATE DIRECTORS

SEC. 6. Funds appropriated under authority of section 3 shall be available, on a prorated basis determined by the State board, for the salary and necessary travel expenses of a State director of vocational education selected by the State board, in accordance with the requirements of the State plan, on the basis of his technical and professional qualifications including experience in vocational education.

APPLICABILITY OF SMITH-HUGHES VOCATIONAL EDUCATION ACT

SEC. 7. The appropriations made under authority of this [Act] *title* shall be in addition to, and shall be subject to the same conditions and limitations as, the appropriations made to carry out the Smith-Hughes Vocational Education Act; except that (1) the appropriations made under authority of this [Act] *title* for home economics shall

be subject to the conditions and limitations applicable to the appropriation for agricultural purposes under the Smith-Hughes Vocational Education Act, with the exception of that part of section 10 thereof which requires directed or supervised practice for at least six months per year; (2) such moneys as are provided under authority of this [Act] *title* for trade and industrial subjects, and public and other service occupations, may be expended for part-time, classes operated for less than one hundred and forty-four hours per year; (3) the provisions of section 11 of the Smith-Hughes Vocational Education Act, requiring at least one-third of the sum appropriated to any State to be expended for part-time schools or classes shall be held to include any part-time day-school classes for workers sixteen years of age and over, and evening-school classes for workers sixteen years of age and over; (4) the appropriations made by this [Act] *title* for distributive occupational subjects shall be limited to part-time and evening schools as provided in the Smith-Hughes Vocational Education Act, for trade, home economics, and industrial subjects and is qualified by the provisions of this section; (5) preemployment schools and classes organized for persons over eighteen years of age or who have left the full-time school may be operated for less than nine months per year and less than thirty hours per week and without the requirement that a minimum of 50 per centum of the time must be given to shop work on a useful or productive basis; and (6) the appropriations available under section 9 of this [Act] *title* shall be available for expenses of attendance at meetings of educational associations and other organizations and for expenses of conferees called to meet in the District of Columbia or elsewhere, which, in the opinion of the Commissioner, are necessary for the efficient discharge of the provisions of this [Act] *title*.

RESTRICTIONS AND CONDITIONS

SEC. 8. (a) No part of the appropriations made under authority of this [Act] *title* shall be expended in industrial-plant training programs, except such industrial-plant training be bona fide vocational training, and not a device to utilize the services of vocational trainees for private profit.

(b) After June 30, 1951; not more than 10 per centum of the amount appropriated for each of the purposes specified in section 3 (a) shall be used for the purchase or acquisition of equipment.

APPROPRIATIONS FOR OFFICE OF EDUCATION

SEC. 9. For the purpose of carrying out the provisions of this [Act] *title* there is hereby authorized to be appropriated to the Office of Education, Department of Health, Education, and Welfare, for vocational education, for the fiscal year beginning July 1, 1937, and annually thereafter the sum of \$350,000, to be expended for the same purposes and in the same manner as provided in section 7 of the Smith-Hughes Vocational Education Act, as amended October 6, 1917.

TITLE II—VOCATIONAL EDUCATION IN PRACTICAL NURSE TRAINING

AUTHORIZATION OF APPROPRIATIONS

SEC. 201. There is hereby authorized to be appropriated for the fiscal year ending June 30, 1957, and for each of the next four fiscal years, a sum not to exceed \$5,000,000, for grants to States with State plans to extend and improve practical nurse training approved pursuant to section 203.

GRANTS TO STATES FOR EXTENSION AND IMPROVEMENT OF PRACTICAL NURSE TRAINING

SEC. 202. (a) From the sums appropriated for any fiscal year pursuant to section 201, each State shall be entitled to an allotment of an amount bearing the same ratio to such sums as the total of the amounts apportioned under title I and the Act of March 18, 1950 (20 U. S. C. 31-33) to such State for such year bears to the total of the amounts so apportioned to all the States for such year. The allotment to any State under the preceding sentence for a fiscal year which is less than \$10,000 (or, in the case of the Virgin Islands, which is less than \$5,000) shall be increased to that amount, the total of the increases thereby required being derived by proportionately reducing the allotments to each of the remaining States under the preceding sentence, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than that amount.

(b) The amount of any allotment to a State under subsection (a) for any fiscal year which the State certifies to the Commissioner will not be required for carrying out the State plan (if any) approved under this title, shall be available for reallocation from time to time, on such dates as the Commissioner may fix, to other States in proportion to the original allotments to such States under subsection (a) for such year. Any amount so reallocated to a State shall be deemed part of its allotment under subsection (a).

(c) From each State's allotment under this section for any fiscal year, the Commissioner shall pay to such State a portion of the cost of carrying out the State plan approved under this title. To the extent permitted by the State's allotment under subsection (a) for any fiscal year, the portion of the cost of carrying out the State plan paid under this section shall be 75 per centum of such cost in the case of the fiscal year ending June 30, 1957, and the fiscal year ending June 30, 1958, and 50 per centum of such cost in the case of each of the next three fiscal years.

STATE PLANS

SEC. 203. (a) To be approvable under this title, a State plan to extend and improve practical nurse training shall—

(1) designate the State board as the sole agency for the administration of the plan or for the supervision of administration of the plan by local educational agencies;

(2) provide that the individual supervising the functions of the State board under the plan shall be a registered professional nurse or shall have the consultative services of a registered professional nurse available to him;

(3) show the plans, policies, and methods to be followed in extending and improving practical nurse training under the State plan, and in administering and supervising the administration of the plan, and provide such accounting, budgeting, and other fiscal methods and procedures as are necessary for the proper and efficient administration of the plan;

(4) contain minimum qualifications for teachers, teacher-trainers, supervisors, and directors; and

(5) provide that the State board will make such reports, in such form and containing such information, as the Commissioner may from time to time reasonably require to carry out his functions under this title, and comply with such provisions as he may from time to time find necessary to assure the correctness and verification of such reports.

(b) The Commissioner shall approve any plan which he finds fulfills the conditions specified in subsection (a) of this section.

(c) Whenever the Commissioner, after reasonable notice and opportunity for hearing to the State agency administering or supervising the administration of the State plan approved under this section, finds that—

(1) the State plan has been so changed that it no longer complies with a requirement of subsection (a) of this section; or

(2) in the administration of the plan there is a failure to comply substantially with such a requirement; the Commissioner shall notify such State agency that no further payments will be made to the State from its allotments under section 202 (or, in his discretion, that further payments will not be made to the State for parts of the State plan affected by such failure), until he is satisfied that there will no longer be any such failure. Until he is so satisfied the Commissioner shall make no further payments to such State from its allotments under section 202 (or shall limit payments to parts of the State plan in which there is no such failure).

(d) (1) If any State is dissatisfied with the Commissioner's action under subsection (c) of this section, such State may appeal to the United States court of appeals for the circuit in which the State is located. The summons and notice of appeal may be served at any place in the United States.

(2) The findings of fact by the Commissioner, unless substantially contrary to the weight of the evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action. Such new or modified findings of fact shall likewise be conclusive unless substantially contrary to the weight of the evidence.

(5) The court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in title 28, United States Code, section 1254.

METHOD OF MAKING AND COMPUTING PAYMENTS

SEC. 204. The method of computing and paying amounts pursuant to section 202 shall be as follows: The Commissioner shall, prior to the beginning of each calendar quarter or other period prescribed by him,

estimate the amount to be paid to each State under the provisions of such section for such period; and shall pay to the State, from the allotment available therefor, the amount so estimated by him for such period, reduced or increased, as the case may be, by any sum (not previously adjusted under this section) by which he finds that his estimate of the amount to be paid the State for any prior period under such section was greater or less than the amount which should have been paid to the State for such prior period under such section. Such payments shall be made in such installments as the Commissioner may determine.

ADMINISTRATION

SEC. 205. (a) In carrying out his duties under this title, the Commissioner shall—

(1) make studies, investigations, and reports with respect to matters relating to practical nurse training;

(2) cooperate with and render technical assistance to States in matters relating to practical nurse training; and

(3) disseminate information as to the studies, investigations, and reports referred to in paragraph (1) and other matters relating to practical nurse training.

(b) The Commissioner is authorized to make rules and regulations governing the administration of this title and to delegate to any officer or employee of the Office of Education such of his powers and duties, except the making of rules and regulations, as he finds necessary.

ADVISORY COMMITTEES

SEC. 206. (a) The Commissioner is authorized to appoint an advisory committee or committees to advise him on matters of general policy in connection with the administration of this title.

(b) Members of any such committee who are not otherwise in the employ of the United States, while attending meetings or conferences of their committee or otherwise serving at the request of the Commissioner, shall be entitled to receive compensation at a rate to be fixed by the Secretary of Health, Education, and Welfare, but not exceeding \$50 per diem, including travel time, and while away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by law (5 U. S. C. 73b-2) for persons in the Government service employed intermittently.

EFFECT ON OTHER LAWS

SEC. 207. Nothing in this title shall in any way affect the availability for practical nurse training of amounts paid the States under the Act of February 23, 1917 (39 Stat. 929), as amended and extended, or title I of this Act, as amended and extended.

REPORTS

SEC. 208. The Commissioner shall include in his annual report a full report of the administration of this title.

AUTHORIZATION OF APPROPRIATIONS FOR ADMINISTRATION

SEC. 209. There are hereby authorized to be included for each fiscal year in the appropriations for the Department of Health, Education, and Welfare such sums as are necessary to administer the provisions of this title.

DEFINITIONS

SEC. 210. For purposes of this title—

(a) The term "Commissioner" means the Commissioner of Education.

(b) The term "practical nurse training" means training of less than college grade which is given in schools or classes (including field or laboratory work incidental thereto) under public supervision and control and is conducted as part of a program designed to fit individuals, engaged in or preparing to engage in employment as practical nurses, for such employment. The term includes also training of a similar nature, which is of less than college grade and is given and conducted as provided above, designed to fit individuals engaged or preparing to engage in other health occupations in hospitals or other health agencies, for such occupations. In addition, the term includes vocational guidance in connection with any such program and the in-service training of teachers, teacher-trainers, supervisors, and directors for any such program, but does not include courses which have only incidental relationship to the specialized training needed by an individual for useful employment as a practical nurse or in such other health occupations.

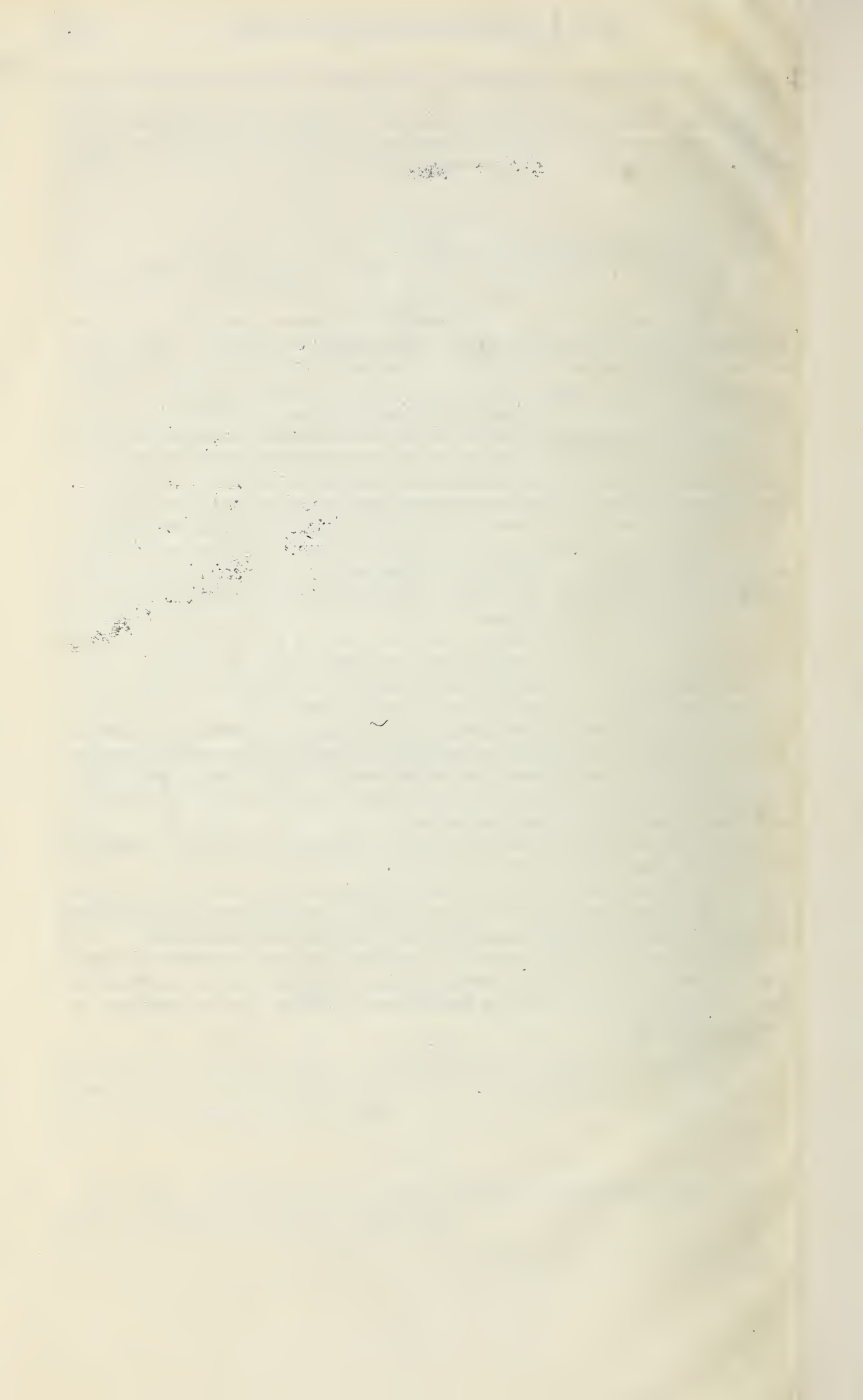
(c) The term "practical nurse" means a person who is trained to care for subacute, convalescent, and chronic patients under the direction of a licensed physician or under the supervision of a registered nurse, or to assist a registered nurse in the care of acute illness.

(d) The term "local educational agency" means a board of education or other legally constituted local school authority having administrative control and direction of public secondary schools in a county, township, independent, or other school district, or having such control and direction over vocational education in such schools.

(e) The term "State" includes Alaska, Hawaii, the Virgin Islands, Puerto Rico, and the District of Columbia.

(f) The term "State board" means the State board of vocational education, or the State board primarily responsible for the supervision of public elementary and secondary schools, as designated in the State plan.

(g) The cost of administration of a State plan for practical nurse training may not include any portion of the cost of the purchase, preservation, erection, or repair of any building or buildings or the purchase or rental of any land.



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